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Commonwealth of Pennsylvania

DEPARTMENT OF PUBLIC WELFARE

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MANUAL OF THE MOTHERS' ASSISTANCE FUND

Issued by the Department of Public Welfare under the direction of the State Supervisor of the Mothers' Assistance Fund of Pennsylvania

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FOREWORD.

This manual is for the most part a compilation of material already incorporated in over one hundred circular letters to the Boards of Trustees, in various reports and in a pamphlet called "Information Relative to the Purpose of the Law" issued by the State Board of Education under the supervision of the State Supervisor of the Mothers' Assistance Fund in April 1916.

There has long been needed a compact digest of this material bearing on the policies of administration, the procedure of organization and the methods and technique of the work. The purpose of the manual is to fill this need.

The State Supervisor wishes to make special acknowledgment to Mrs. Blanch J. Paget, for nine months on the staff of the State office of the Mothers' Assistance Fund, for her assistance in the compilation, and for her original contribution of a large portion of the section on "Planning and Supervision."

PURPOSE OF THE LAW.

The Legislature of 1913 crystallized into Law the conviction of the people of Pennsylvania that dependent fatherless children are a responsibility of the State and can best be protected and safeguarded under the influence of a home environment and the supervision of their own mothers. There are in our communities large numbers of women with dependent children who cannot maintain their homes without assistance. We have come to believe that as a principle of justice no home should be broken up for poverty alone. In the past, some assistance has been given to such families by relief societies, churches and private individuals, but experience has shown that private resources are not adequate, especially in cases of long-continued dependency. Furthermore, it is actually cheaper in dollars and cents to maintain children in their own homes than to support them in institutions, and "homemade" children, cared for by their own mothers, have the best chance of becoming healthy, normal citizens. From the point of view of the proper training of future citizens, the work may be regarded as part of the educational policy of the State.

In the consideration of the maintenance of a mother with dependent children, we must always remember that a widow with children plus a lump sum of money does not make a normal family. The father of the family is not only a "breadwinner"; his loss deprives the family of affection and discipline as well as of their means of support. The lack is more than a material one and cannot be filled by money alone. Because the state recognized this need of "fathering" its dependent children, the clause providing for the appointment of unpaid County Boards of Trustees was introduced. Their duty is not only the proper administration of the funds, but—equally important—the supervision and guardianship of the families especially as to health and education of the children.

While capable of improvement in some details the Law has been demonstrated to be a practical and economical instrument of great value for the conservation of child life; and the county unit of administration under State supervision a unique and fruitful medium of organized volunteer service, capable of further extension if time shall show that other groups of dependent children should come within the scope of the Law. The success of the Law is preeminently dependent on methods of administration and like many other laws carries grave dangers if it is improperly administered.

I. ELIGIBILITY UNDER THE LAW.

A. Families Eligible to Assistance.

1. The mother must be a widow or the wife of a man "permantly confined in an institution for the insane."

Whenever the husband of the applicant is insane it is necessary to secure a letter from the Superintendent of the Hospital where the man is confined to the effect that in his judgment the man will need permanent custodial care.

2. The mother must have children under 16 years of age living with her.

3. She must be "poor and dependent."

No mother may be assisted who has more than $400 in cash, stocks, bonds or other security and an equity of more than $1500 in her own home in which she resides. Children's money is considered on the same basis as money belonging to the mother, i. e., if the children have an estate exceeding in value the amount allowed by the ruling, the family is not eligible to assistance. The Orphans' Courts of the Commonwealth have charge of the estates of minors and upon application of the guardian will make such orders for support as may seem proper. If the estate left to the children is a very small one and the payments for their support allowed by the Orphans' Court are inadequate, it is permissible to supplement such court orders by a grant from the Mothers' Assistance Fund.

In case the home owned by the family is mortgaged if the interest on the mortgage plus the taxes, water rent, etc., exceeds the rent on a suitable house, the mother may be refused assistance until an adjustment is made. When the family is buying their house through a Building and Loan Association, the amount of the payment plus the taxes, etc., may not exceed a reasonable rental in that community.*

Occasionally a mother applies who has money invested in a plot of ground; if her investment brings her assets over the $400 allowed by the ruling she is ineligible for assistance. Providing, however, the land is unsaleable assistance may be granted on the condition that a bona fide effort is made to dispose of it; the Board should in all such cases see that this attempt is actually carried out.

If at any time a mother or children receiving assistance acquire property or money over the amount stipulated in the Ruling they thereby become ineligible for continued aid from our Fund.

When applicants own property in Europe every effort should be made to ascertain the exact facts in regard to it, the value, whether or not it can be disposed of, what procedure would be involved and to whom the deed is made out. The American Consuls in the foreign countries are the proper agents with whom to get in touch. If the

*A mother is not eligible if she rents her home; she must actually reside in it.

property is not of great value and if it is not possible to dispose of it within a reasonable time the mother may be granted assistance pending its disposition.

The above Ruling regarding property and money received the sanction of the Attorney General December 19, 1917. His opinion is in part as follows: "It is to be remembered that the Mothers' Pensions Acts were passed primarily and solely for the support and maintenance of indigent mothers and their children, under the limitations contained in the Acts."....."Your attention is also called to Section 3 of the Amending Act of 1915, which provides: 'The trustees shall in no case recommend payment until they are satisfied that the recipient has proven her character and ability and that for decent maintenance of her children in her own home monthly payments are necessary.' "*....."While it is perhaps very laudable and natural as well, for a mother to endeavor to conserve any estate that her children may have, for their future use and benefit, and no doubt many mothers make extreme sacrifices in order to do so, this entirely proper desire on their part should not be considered so as to influence the administration of this great public charity, which should be limited in its application to cases of really indigent mothers having actually dependent children."

4. The mother must be of "proved character and ability."

5. She must "have been a resident, continuously, of the State for a period of two years, and of the County in which she applies for assistance for a period of one year."

6. "No payment shall be made on account of any child of proper age and physical ability unless satisfactory report has been made by the teacher of the school in which such pupil is enrolled stating that such child is attending school."

7. A common law wife is eligible to assistance.

The Attorney General has ruled (August 29, 1917) that a mother who was a common law wife is eligible to assistance if she conforms to the other qualifications required by Law. He has defined "common law marriage" as follows,—"Mutual declaration of a man and a woman that they accept and regard each other as husband and wife, followed by a cohabitation, amounts to valid marriage. Mere cohabitation, illicit in its beginning, is not rendered a marriage of any kind by reason of the fact that the man and woman are reputed to be husband and wife and have children born to them."

8. A mother is eligible to assistance for the support of her step children.

A letter from the Attorney General April 19, 1919 reads in part as follows:—"The broad purpose of the Acts governing payments to widowed mothers is the preservation of the home and the family

*In the Rewritten Law of 1919 while the wording is changed the substance remains the same.

relationship by securing the retention of the children in the home by the means of such payments. Accordingly, we are of the opinion that if all the other requisites of the Acts exist in the case mentioned by you, the fact that the minor children are stepchildren of the applicant will not prevent your receiving and considering this application as though the children in question were those of the applicant."

B. Families not Eligible to Assistance.

1. A mother may not be assisted when there are relatives legally responsible for the support of the children.

One of the dangers in the administration of the Fund is in the possible tendency of relatives to shirk their moral and legal responsibilities when they know the State will help. It is important to remember that grandparents are legally responsible within their means for the support of dependent grandchildren; also that children are responsible for the support of parents. Frequently a grant may be given on condition that certain relatives continue to help.

2. A mother may not be assisted if she is receiving compensation for the death of her husband.

Compensation for the death of the father and breadwinner by industrial accident is now a recognized principle of social justice. The State should not be required to bear the burden of supplementing inadequate compensation. The staunchest advocates of Mothers' Pensions recognize the fact that they are in essence not curative of poverty, but an ameliorative measure, a response to a crying need; they should, therefore, never be used to impede more far-reaching legislation, such as improvements upon the present Workmen's Compensation Law or other measures of Social Insurance. It is wiser, therefore, when compensation is inadequate for the support of the family to secure aid from private sources or from the County Poor Board.

3. A mother may not be assisted who is drunken, insane, immoral or a drug user.

The Law states that the recipient of a grant must have "proved her character and ability", and so excludes from our consideration the above group.

4. A mother may not be assisted who is feeble-minded.

Dr. William Healy*, however, advises that in making the decision as to whether a mother should or should not be in an institution for the feeble-minded there are points to consider in addition to the result of the mental test.

a. "As accurate knowledge as possible should be obtained of a person's social efficiency—what he has been doing in life's work and how he has done it."

*Problems of Mental Subnormality in Family Social Work," Proceedings of National Conference of Social Work 1921, p 268.

b. ....."It is essential that studies of personality be added to the results that may be obtained in mental tests;" such as, for example, bad temper, lack of self control, irrational infliction of punishment on children. In other words, if the mother is making a fair success of housekeeping and the upbringing of her children the home should probably not be broken up even if by the actual mental tests she is graded as feeble-minded.

5 A mother may not be assisted if she is actively tubercular or so physically incapacitated as to make impossible proper care of the children.

In making a grant to a family, the State assumes responsibility for the future of the children. When the presence of the mother really endangers the health of the children, she cannot be regarded as "eligible" for a grant. Every effort should be made to secure sanatorium care for her and on no condition should the disease be "fed" by our making it more easy for the mother to refuse care. The promise of a grant and the reestablishment of her home after her return from the sanatorium will often influence the mother to go.

6. A mother may not be assisted who persistently refuses proper medical treatment for her children.

Every allowance must be made for ignorance and fear; we should so far as possible persuade rather than coerce yet we must not permit indifference and inertia to destroy, perhaps forever, a child's chance for health.

7. A mother may not be assisted if she keeps a man lodger.

In some States the feeling is so strong on this point that a clause has been placed in the law prohibiting it. Our widows are almost all young. They are often depressed and tired, physically below normal. The presence of a man in the same house, with a full pay envelope, may offer an overwhelming temptation. The danger to the little girls is another consideration. They must be safeguarded not only from actual physical violence but from any demoralizing influence.

8. A woman may not receive assistance for foster children whom she has legally adopted. (Opinion of the Attorney General February 8, 1921).

In the following cases it is not generally expedient to give assistance though such mothers are eligible under the law.

1. To the mother with one child.

The need is great and our funds are limited. In many cases where a mother is not able to support one child it will be found that a doctor rather than a grant of money is most needed. The mother may be greatly in need of personal service, such as help in procuring medical care, convalescent care, or work, rather than a regular monthly payment.

2. If the need is temporary.

Such a need—for example, for less than a year—should be met by a local relief society, a church, or a private individual. Our money, in order to bring about lasting results, is more properly applied to building up families over a period of years.

II. ORGANIZATION AND PROCEDURE.

The Pennsylvania Law leaves the question of organization optional with the Counties, which may appropriate for the Fund through their County Commissioners at their discretion. The State appropriation is divided among the Counties on the basis of population and need and the Counties must duplicate in full the amount granted by the State.

The Law provides that "all payments made under the provisions of this Act by the State Treasurer and by county treasurers shall be made direct to the recipient thereof by warrant." They may not exceed "twenty dollars a month for the first child, and ten dollars a month for each additional child".....including the unborn child if the mother has....."one or more children living which entitle her to the benefits of this Act."

A. Rules Governing Payment of Grants.

On the adoption of the Mothers' Assistance System by any County of this Commonwealth, the Auditor General will require the following data to be filed in his department.

1. A certificate from the County Commissioners appropriating an amount equal to that apportioned by the State to that County.
2. A notice of the appointment of a board of Trustees.
3. A certificate from the Secretary of the Commonwealth stating that the oaths of office of the Trustees have been filed in the office of the Secretary of the Commonwealth.
4. A certificate of organization of the Board, showing names of officers certified by secretary, which certificates shall contain a resolution authorizing the president and treasurer to sign requisition for expense funds.
5. A requisition—stating purpose of first money drawn—signed by the president and treasurer of Board, the genuineness of whose signature shall be certified by the secretary.
6. A petition for each applicant approved, signed by a majority of the Board and sworn to by the investigator.
7. An official list signed by a majority of the Board, showing correct names of beneficiaries and one-half the amount of each grant. (The first monthly pay roll.)

B. Forms in Use:

1. Petition.
2. Face Card.
3. Pay Roll.
4. School Record Blank.
5. Household Account Summary.
6. Financial Forms—*
   a. Advancement requisition blank.
   b. Expense blank—for traveling expenses.
   c. Voucher form C-13 for all bills except traveling expenses.
   d. Accounting requisition blank.
7. Alphabetical index card for filing applications.
8. Chronological file for applications.

C. Procedure in Regard to New Grants:

1. After the visits of investigation are made (see Investigation), two petitions and two face cards should be fully filled out. All statements and dates on the petitions and face cards should exactly correspond, and special care should be taken to have dates, addresses, and information as to property and money complete and accurate. The exact birthdates of children should be given, including the year they were born. On the back of the face card or on a separate sheet a brief summary should be added covering such conditions as do not appear on the face card, along the lines of Housing and Home Conditions, School, Health, Work, Mother's Capacity, and the Trustees' Plan for the Family. See summary p. 25.

2. When the grant has been approved by the Board, the two petitions should be signed by a majority of the Trustees and sworn to by the Investigator, or by the Trustee who acted as the Investigator.

3. One petition and one face card are then forwarded to the State Supervisor, and should reach the State office by the 15th of the month to insure payment for that month. As soon as the petition is approved by the Supervisor it is forwarded to the Auditor General and the face card filed in the State office. The other copy of the petition is sent to the County Treasurer with the pay roll as soon as the Supervisor notifies the County of the approval of the grant. The second face card is filed in the County office of the Mothers' Assistance Fund, as part of the continuous record of the family.

D. Monthly Pay Rolls:

The monthly pay rolls should reach the State Supervisor by the 25th of the month. The names should appear on the list in numerical

*For explanation of uses see "Rules for the Guidance of the Treasurer." Page 16.

order, that is to say the order in which the grants are made and are listed in the carbon copy of the Auditor General's pay roll; the numbers on the face cards should always correspond with those on the pay roll and once a number has been assigned to any beneficiary it cannot be assigned a second time to another mother, even though the first grant has been cancelled. Addresses should not be listed except when there is a change of address. Half the full amount of the grant is listed opposite the name of the petitioner. Before sending the pay roll to the State Supervisor it should be totaled and examined carefully to insure accuracy.

When a name is dropped from the pay roll the word "Out" should be inserted opposite the name for the month when the withdrawal takes place. Thereafter the name and number are omitted entirely. No grant should be changed or cancelled without a letter of explanation accompanying the pay roll or notation on it as otherwise the change may be a typographical error. Reasons should always be given for the cancellation of grants and should conform to the standardized list. (See Filing System.) A woman should not be dropped from the list except for reasons which disqualify her legally, such as remarriage, without at least a month's notice as it is a serious thing to deprive a family suddingly of their income.

When a grant has been cancelled and the beneficiary again taken on the list her name is reinstated on the pay roll with the same number originally assigned to her. The word "Reinstated" should appear opposite her name, as well as the correct address and one-half the amount of the grant. A new petition and face card are not required.

When the pay roll has been checked and copied in the office of the State Supervisor it is forwarded to the Auditor General where it is again audited and sent to the State Treasurer. A copy of the pay roll is sent by the State Supervisor to the Treasurer of the Board of Trustees of each County.

The State checks are due to be mailed by the Treasury on the 10th of the month following the month for which they are due; for example, the checks for December are due to be mailed January 10. It is well to have the County Treasurer plan to mail the County checks between the 15th and 20th of the month following the month for which they are due. That is to say the County checks should follow, not precede the State checks. Otherwise changes in the pay roll after it is sent to the State Supervisor or the rejection of a petition by the Supervisor would cause an error on the County pay roll which could not be corrected if the County checks were mailed before the petition and pay roll were approved by the State office.

The State checks are sent direct to the recipients, and with each check is sent a transmittal slip showing the amount of the check

and the month for which it is sent. The mothers should be instructed to preserve these transmittal slips for reference; in case a check is lost the Trustee or Visitor should examine the transmittal slips in order to learn positively for which month it is missing. The State office should then be notified so that payment on the check may be stopped. If the cancelled check is not returned to the State Treasury a new check will be issued at the expiration of three months.

E. The County Budget.

The State appropriation is made for a two year period beginning in June of the Legislative year. Before it is apportioned among the Counties, the expense fund for the State office is first deducted according to Law. The money is then distributed among the Counties and, when matched by them, provides a sum for each year equal to that given by the State (or the County) for the two year period.

1. Budget for the First Year of Fiscal Period.

When notification of the amount of the appropriation has been received from the State and the appropriation by the County has been made, the budget may be planned. First subtract from the sum available for the first year, 10% for maintenance (office and traveling expenses). Divide the remainder, which is the amount to be used for grants, by 12 to determine what the monthly pay roll may be. Care should be exercised that the pay roll for the first months of the year does not exceed this amount as, in that case, the County will run short toward the last of the year and have to reduce grants suddenly or have them automatically cut down the last month in the office of the Auditor General because of lack of funds, at the cost of great suffering and inconvenience to the families.

In order to avoid miscalculation, it is well to have the treasurer report to the Board each month the amount spent for grants so far during the year (obtained by adding the totals of the monthly pay rolls to date), the amount to be expended (obtained by subtracting total of monthly pay rolls from the amount available for grants for the year), and the possible pay roll for the balance of the year (obtained by dividing this remainder by the number of months remaining in the year). Any part of the 10% allowable for administration which is not requisitioned may be used for grants.

2. Budget for the Second Year of Fiscal Period:

During the second year of the fiscal period, the Law allows from the funds appropriated to the unorganized Counties an extra allotment to the organized Counties up to 25% of the original appropriation to that County, providing this extra allotment is matched by the

County. The budget for the second fiscal year is the same as for the first fiscal year with the following additions:

a. The extra allotment added to the regular budget; 10% of this total is allowable for administration and 90% for grants.

b. All unexpended balances whether accruing from administration or pension funds are added to the pension fund during the second fiscal year. In other words any balance can be usd for pensions but not for administration.

3. The Maintenance Fund:

a. Rules for the guidance of the Treasurer:

The Law provides that "At no time shall the annual expenses of administration in any County exceed ten per centum of the appropriation for the County for that year, with the exception of the first year, when the trustees shall be permitted to expend an additional sum of not more than five hundred dollars for furnishings." In calculating the budjet, therefore, for the first year of organization such part of the $500 in excess of the 10% allowed for administration as is to be used for furnishings is first deducted from the total appropriation; 10% of the balance is then set aside for administration and 90% for grants.

As soon as a County is organized and preferably at quarterly intervals thereafter, two advancement requisitions, each for half of the amount needed for the expenses of the next three months, are sent, one to the Auditor General of the State and the other to the County Treasurer. These must be signed by the President, Treasurer and Secretary of the Board of Trustees.

The Treasurer pays all bills from the maintenance fund and whenever a new requisition is made sends with it on the accounting requisition blank a statement covering the items for which the money previously requisitioned was spent. She also sends itemized vouchers for all expenses, including the traveling expenses of the Trustees or worker. The traveling expenses are listed on a special traveling expense blank which when properly receipted by the Trustee or worker with the date of payment is accepted as a receipt by the Auditor General. Receipted bills for auto hire and lodging must be attached to these expense accounts. All other bills are to be receipted on a special State form (Form c-13).

Care should be exercised not to spend more than one-twelfth of the maintenance fund in any one month unless a careful calculation has been made to insure that the fund will not be exhausted before the year is out. Maintenance money not requisitioned may be used for grants but once requisitioned cannot be returned to the pension fund. The Boards should be careful, therefore, not to requisition more money than is needed. Money requisitioned in the first fiscal year

can be carried over for expenses into the second fiscal year but not more than 10% of the appropriation for each fiscal year may be used for expenses.

At the end of the second fiscal year the accounts are closed and a settlement of all expenses covered by the last requisition is made by every County. All balances remaining over are returned, half to the State and half to the County Treasurer.

(b) Rulings of Auditor General:

The law specifies that "the members of the boards of trustees shall serve without compensation." This has been construed to mean that no trustee shall receive compensation for clerical or any other service rendered.

While the law provides that trustees "shall receive all actual and necessary expenses incurred in the performance of their duties", this may not be construed to cover expenses of attendance at conferences or conventions outside the county.

Maintenance money may not be used for traveling expenses to clinics, hospitals, etc. for the mothers and children receiving assistance. These must be defrayed out of the grant or by some other means.

F. Organization of the Boards of Trustees and the County Offices.

1. Election of officers.

On the day of organization of the Boards of Trustees the following officers are elected: President, Vice-President, Secretary, and Treasurer. There should thereafter be an annual election of officers. While it is often in the best interest of the work that the same officers continue to serve, democratic as well as efficient administration requires that an opportunity be given to the Trustees to register their judgment on this important subject once a year.

2. Procedure Regarding Resignations and Recommendations for appointments.

When a Trustee resigns she should address her letter of resignation to the Governor but send it to the State Supervisor. In recommending a successor to fill the vacancy the Board should address its letter to the Governor and likewise send it to the State Supervisor together with the written endorsement of the County Commissioners.

The work of the Mothers' Assistance Fund requires the regular attendance of all Trustees at the monthly Board meetings and generally a certain amount of additional service. The work is arduous and calls for painstaking attention to details as well as to the larger questions of policy. Appointment on the Board of Trustees is a very real honor but it involves an equally great responsibility; the oath

of office implies the acceptance of this responsibility. If a Trustee finds that she is unable to attend the Board Meetings regularly or to render such service as is necessary she should take the matter up with the Board. In a few instances the Boards may doubtless feel that in spite of the incapacity to serve actively a particular Trustee may still be able to give such special service as to warrant her remaining on the Board; but no Trustee should absent herself over long intervals from Board meetings or fail to give the service necessary to the administration of the Fund without considering the handicap which she thereby puts upon the work and offering to place her resignation in the hands of the Governor.

3. Procedure Regarding Board Meetings.

The Law requires by implication, if not by its actual phraseology, that all decisions effecting grants be made only with the consent of a majority of the Board. It is, therefore, of great importance that the meetings be conducted on a businesslike and parliamentary basis; that is to say every action agreed upon should be registered by a formal vote of the Board and so recorded in the minutes.

4. Paid Workers.

When engaging a worker the understanding as to salary, hours of work, vacation, traveling expenses, etc., should be definite and precise. So far as possible all workers should be on a full time basis, that is to say their hours of work should be, generally speaking, from nine to five with an hour or an hour and a quarter for lunch for five and one-half days a week, allowing Saturday afternoon as a half-holiday. Of course, this does not mean that no deviations may ever be made from this schedule but it is well to remember that they too are State officials and are therefore subject to close scrutiny and inquiry. A regular routine should be the rule.

On the other hand we all appreciate how much overtime our workers necessarily give without thought of reward. Our salaries are often incommensurate with the service they render. It is customary in well standardized social agencies to give all family case workers one month's vacation with pay. Workers should also be encouraged to take occasional week-ends; such short respites give renewed strength and zest. Our work is above everything personal and the poise, judgment and personality of the worker all count heavily in her contacts with families, the Board and the outside public. A month's vacation with salary to every case worker who has been with the Board for one year should be the rule.

Opportunity should also be given for further study and the acquiring of an improved technique. We should encourage our workers to take the summer courses given at schools for Social Work, to attend National and State Conferences on Social Welfare, and to

visit the Mothers' Assistance Fund offices in other Counties. A wise plan is to allow the worker her salary while attending courses in Social Service or taking additional training in another County office. It is not possible to meet her expenses from the maintenance fund. (See Auditor General's Ruling Page 17)

5. The County Office.

The Mothers' Assistance Fund is a part of the governmental machinery of the State and County. The office, therefore, should if possible be in the Court House. Its location there gives to the Fund an official character. It further provides the Board with an unusual opportunity to acquaint the various County officials with the details of our work.

G. Order in the Making of Grants.

In order to administer the Law with fairness and impartiality the applications should generally be considered and acted upon in the chronological order in which they are received. While it may be desirable in some Counties (where, for example the applications are comparatively not numerous) to consider applications with reference also to the number of children and the need, it is important to remember that the question of the relative need is a matter of individual judgment and, therefore often liable to error and bias, while the question of the date of application is one of fact which none can gainsay. In the consideration of two equally needy families the earlier application should unquestionably be given preference.

In all Counties which have not observed strictly the chronological order there should be at least once in two years a careful reexamination of all applications in order, first, to be sure that no injustice has been done to any mother and, second, to bring up to date all old applications. Mothers whose turn has been passed by in favor of more needy families should be communicated with to determine whether they are still eligible to assistance and should therefore be counted as such in the report to the Legislature.

It is generally unwise to skip a mother whose turn has been reached in order to help one who applied later but who lives in a locality which has comparatively fewer beneficiaries of the Fund. The County is the unit of administration, and the Trustees are appointed, first of all, to represent the County as a whole. It is to be expected that greater need will exist in the industrial centers than in the residential districts, and so long as information regarding the Fund is made equally accessible in all parts of the County alike preference in making grants should not be given to special localities.

III. RECORDS.

A. Filing System.

This system is based on the assumption that there should be a permanent record of every application from a woman "whose husband is dead or permanently confined in an institution for the insane," who has the necessary residence qualifications and who has children under 16. The other points of eligibility, namely: the mother's character and ability and the question of dependence, can only be decided accurately by investigation so may be grounds for dismissal but not for rejection of the application. No application should be accepted for a woman clearly and legally ineligible, for example, for a woman deserted by her husband.

Filing system to consist of:

1 Chronological file. or application book.
2. Alphabetical card index.
3. File of folders for each case.

1. Chronological File:

For this use a substantial record book, preferably standard letter size and loose leaf to permit typing; write across a double page. Rule left hand page to cover—

a. Date of application.

b. Name of applicant (Include woman's first and maiden name, man's first name).

c. Address of applicant (At date of application.)

d. Number of children.
Under 16.
Over 16 (At home.)

Rule right hand page to cover—

e. Date on which action was taken by the Board.

f. Action taken by Board as follows:
1. Investigated—Placed on waiting list.
2. Pension granted.
3. Dismissed after investigation—with reasons or found to have become ineligible after applying with reasons.
4. Grant cancelled—with reasons.

Other headings such as "Nationality" and "Religion" may be added if desired. It is obvious that there may be as many as three entries under "e" and "f", as: "Investigated—Placed on waiting list." "Pension granted," "Grant cancelled," so that three lines should be allowed in the book for each application.

Nothing should be entered under "e" and "f" until a case has been investigated. It should be possible to count the uninvestigated cases at any time by counting the applications that have no entries under "e" and "f". But just as soon as investigation has been made the

Board should take definite action upon the case and should enter its action under "e" and "f". When an applicant who has been on the waiting list becomes ineligible, this should be reported at the next board meeting by the trustee or worker who has learned of it and the fact entered. Reasons should always be entered after "Dismissed after investigation," "ineligible since applying," or "grant cancelled" and should conform to the standardized list given below.

Reasons for dismissal after investigation:

1. Sufficient income; or able to be self-supporting.
2. Relatives legally responsible for support.
3. Excess property or money.
4. Mother receiving compensation for death of husband.
5. Voluntary withdrawal.
6. Mother improper guardian.
7. Mother feeble-minded or otherwise mentally incapacitated.
8. Mother tubercular or otherwise physically incapacitated.
9. Refusal to comply with ruling regarding man lodger.
10. Other reasons. (State reasons).

Reasons for ineligibility after applying:

1. Mother died.
2. Mother remarried.
3. Mother moved out of County.
4. No longer children under 16.
5. No children under 16 not regularly employed.
6. Home broken up.
7. Other reasons (State reasons).

Reasons for Cancellation of grants.

1. Mother died.
2. Mother remarried.
3. Mother moved out of County.
4. No longer children under 16.
5. No longer children under 16 not regularly employed.
6. Sufficient income; or able to be self-supporting.
7. Excess property or money.
8. Relatives legally responsible for support.
9. Voluntary withdrawal.
10. Mother improper guardian.
11. Mother feeble-minded or otherwise mentally incapacitated.
12. Mother tubercular or otherwise physically incapacitated.
13. Persistent refusal to obtain necessary medical treatment.
14. Refusal to comply with ruling regarding man lodger.
15. Home broken up.
16. Other reasons. (State reasons.)

2. Alphabetical Card Index:

The index card contains:

a. Date of application.
b. Surname-woman's first and maiden name-man's first name.
c. Address at time of application.
d. Status of case.
   1. Uninvestigated.
   2. Investigated—placed on waiting list. Date
   3. Active (Pension granted) Date
   4. Dismissed after investigation or ineligible since applying Date
   5. Grant cancelled. Date
      a. Permanently dropped.
      b. Returned to waiting list.

This card index offers the only sure way in counties having many applications of listing them so they can be found readily and quickly. (All Counties of the First, Second, Third, Fourth and Fifth Classes should keep this index. In the Sixth and Seventh Class Counties, where there are comparatively few applications this may be omitted if desired.) Every name in the Application Book should have a card. The status of each case should be kept up to date by the secretary or worker. Check the item that applies with the date; when the status changes, check the next item which applies with the date and so on. In case of re-instatement, put a second check opposite "Active" with date of re-instatement. The date of application is the key to locating the application in the Chronological File. Counties which use a Number System for every application may, if they wish, also enter on the card and in the Application Book the number of the application, but the date of application alone is sufficient for the identification. Printed cards for this index are furnished by the State office.

3. Folders for each case filed under following heads:

1. Uninvestigated.
2. Investigated—placed on waiting list.
3. Active.
4. Dismissed after investigation or ineligible since applying.
5. Grant cancelled.

The usefulness of these folders will be found to compensate for the expense and filing space. When the status of a case has been found from the card index it takes but a moment to locate the record in its proper class. All record cards, case histories, correspondence, school records, budgets, and other information about any case are thus kept together, the possibility of loss is minimized, and the material made accessible for ready reference. No letter or scrap of in-

formation about any family should ever be destroyed. Applications which have been dismissed without correspondence or much information having been obtained, need have no folder, but whenever more information has been assembled than can be entered in the application book. it is advisable to enter it on the regular record card and file in folder. Counties using application blanks should file such blanks in the folder.

A re-application, for example, that of a mother who has been remarried and has again become a widow should be re-entered in the Application Book in the proper chronological order in red ink to identify it as a re-application together with the date of the first application.

Applications for mothers with one child should be acted upon, that is, should after investigation be dismissed as "able to be self-supporting" or should be placed on the waiting list. Such mothers may be passed over when their turn on the waiting list comes in favor of more needy mothers but definite action should be taken upon them.

In Counties where there are a great number of applicants it may be convenient to index the Application Book by months of the year. Printed tabs which can be clipped to the pages of the book may be secured from local stationers.

B. Case Records.

With the Mothers' Assistance Fund the State secures home training, health and regular schooling for certain of its future citizens. If we expect the State to continue to spend money for these children we must show in facts and figures that the expense is justified. For this purpose we need written records. No one can remember accurately the facts about even one family; it is not only important to know the facts about money matters but about the family's welfare as well. Good records mean good work.

Every record should show:

1. The family as it is found.
2. The progress of the family under assistance.
3. A dairy of significant facts relating to health, school, home, etc.

1. The Face Card.

All the information called for on the face card should be scrupulously recorded for the following reasons:

It supplies the only facts by which the Supervisor can determine the family's eligibility.

It contains the social data which supply many necessary statistics for the biennial report to the Legislature.

It requires only such information as is of direct importance in the proper planning for and supervision of the family and is an index of the thoroughness with which the investigation has been made.

a. Write present address, landlord, etc., on top line—other lines for changes.
b. "Date" refers to the date at which the family moved to that address. "How long" refers to the length of time family have lived at that address.
c. "Floor" applies only to tenement houses.
d. Where the answer is negative, write "no" or "none", as, court record, "none." Leave no blank spaces.
e. "Related to illness' means anything in the man's work that caused his last sickness, for example "last occupation", painter. "Cause", lead poisoning. "Related to illness"? Yes.
f. No. 1 means man; No. 2 means woman.
g. Get accurate dates. Give exact birthday of children and year of birth. Verify birth and marriage records, man's death and facts relating to property and money owned by petitioner or children at time of application.
h. "Physical and mental defects" does not apply to temporary disability.
i. "Original religion" refers to the religion in which the man and woman were brought up; P means Protestant; C Catholic; J Jewish; "church" refers to the church which the family now attend.
j. "Previous addresses" *before* family made application.
k. "Monthly income of family" refers only to the regular income on the *monthly* basis not by the week or year. This column is parallel to the "Estimate of Necessary Budget" which is also to be filled out on the *monthly* basis. The difference,in most cases therefore, between the "Estimate of Necessary Budget" and "Monthly Income of Family" should be the amount of the grant.

2. The Petition.

The Law requires that "two copies (of the petition) shall be forwarded with each application for a warrant for the use of the Auditor General and the County Treasurer. The copies forwarded to the Auditor General and the County Treasurer shall be sworn to by the investigator, and shall be approved by a majority of the Board of Trustees." It is necessary, therefore, that each petition should have the signatures of a majority of the Board. The signature of the applicant is not required.

Special care should be exercised that the information on the petition agrees with that on the face card. All dates, addresses, and

spelling of names should be carefully checked with the face card before mailing to the State office. It is very important that the petition contain exact information as to length of residence in the County and the State. It is not sufficient to say that a woman has lived all her life in the County excepting two years since the Law requires that the last year previous to application must have been spent in the County and the last two years in the State.

If a man is in an Insane Hospital in place of the date of death should appear the date of commitment to the Hospital.

The questions referring to property and money must be answered specifically; if there is no money or property the word "None" should follow these questions. If there is property both value and equity in it of mother and children must be given.

The applicant's name and address should be written not only on the inside of the petition but on the outside also under the words "In the matter of the Petition of" and above "Report of Board of Trustees of the Mothers' Assistance Fund."

3. The Summary:

A summary should accompany every face card sent to the State Supervisor. It may be written on the back of the face card under "History" or on a separate sheet. Give facts not shown on face card; an adequate summary should cover the following subjects. (See "Investigation" for details)

a. Matters relating to the husbands's death.
b. Sources of advice and assistance.
c. Background and married life
d. The family group; relatives: the mother's ability as a home-maker.
e. Present environment; housing and home conditions.
f. Heredity and health.
g. School.
h. Church and social life.
i. Work problems.
j. The family budget; financial status.
k. Plan for the family.

4. Running History:

This is a diary of visits made and of significant facts and events relating to the family, reported by the worker or any member of the Board. Begin each entry with a *date*. Get accurate facts—do not say that a child is "unhealthy" or that the mother has "some money in the bank." This running history will be found invaluable under all circumstances; when there is a paid investigator it should always be kept.

5. School Records:

School record blanks furnished by the State should be filled out by the teachers for each child at least three times a year in the town schools and twice a year for districts having school only seven months. The blanks should be in the hands of the Boards in the latter part of October after the children have become accustomed to the new teachers; in February just after the mid-winter promotions; in June at the close of the school year. At the end of the school year it is desirable to tabulate the results. See discussion under "Planning and Supervision."

6. Household Account Summaries:

For detailed discussion see "Planning and Supervision."

IV. INVESTIGATION.

Investigation means the gathering of all necessary information, not only to determine whether the family is eligible forhelp and how large the grant should be, but what plan we should make for the family and how it can best be carried out. This information should be obtained through visits so far as possible. We should consult:

Relatives.
Social Workers.
Clergymen, church visitors.
Former employers and friends.
The family doctor and school teachers.
Any other source of information available.

In the Counties where there are social agencies besides our own the first step in investigation should be to consult, (if there is one) the registration bureau in order to learn whether thefamily is being or has been assisted by any other social agency in the community. If it has been aided we should then get in touch with whatever agencies have known the family. We shall thus learn what they have done and are doing, what their plans may be and what suggestions they may have to offer in view of their previous experience with the family. If the agency assisting is a relief society it is probable and generally desirable that this aid will cease when we begin our assistance unless our maximum grant is inadequate or unless there is some special emergency; if the assisting agency is a health or educational organization it is quite possible that its help will be needed either continuously or on special occasions, and friendly cooperative relations should be established for the carrying out of whatever service it may be able to render (See also Planning and Supervision, pages 32, 33, 34 and 35.)

Good investigation is a great time and money saver. It is a reflection on the Trustees if a woman is placed hastily on the list only to be dropped in a month or two because someone has "found something out" about her. A large number of cancelled grants are sure to mean poor investigation or poor supervision.

The facts discovered in investigation should be regarded as strictly confidential and should not be discussed with people who do not have a legitimate interest in the family. Names and facts about families receiving assistance should never be published in the newspapers and should not be given out to individuals or organizations (except to other social agencies) unless the Board is sure the reason is a perfectly justifiable one.

The following outline may be helpful as indicating the ground to be covered in making an investigation.* It is not designed to be used in conversation with the mother but is merely for the guidance of the investigators and Trustees in considering the mother's eligibility for assistance:

A-1 The Husband's Death:

1. Circumstances of death; how long ill? Medical care? Expense?
2. Cause of death—exact medical diagnosis (Obtain from burial certificate or doctor in attendance.)
3. Were the conditions of his work in any way responsible for his death? If so, was he eligible for and did his family receive any compensation from his employer or the State?
4. How was the family supported during his illness? (Mention approximate amounts from relatives, charitable agencies, savings, unions, sick insurance, etc.)
5. After cost of funeral and other debts were paid, how much was left for the widow and children? How has family been supported since man's death?

A-2. The Husband's Commitment:

1. Date of Commitment? What physician signed his commitment papers?
2. In what hospital is he? What physician is in charge of him.?
3. Exact diagnosis? (Obtain from physician.) What are his chances of recovery?
4. Does the man's condition have a depressing or disturbing influence on other members of the family? Which ones? Is the mother wise in her discussion of the father's illness with the children?

*This questionnaire is largely based on the questionnaire "The Widow with Children" in Miss Mary Richmond's "Social Diagnosis."

5. How has family been supported since man became unable to work?

B. Sources of Advice and Assistance:

1. Relatives—
   a. What relatives live near? Their circumstances?
   b. If there are relatives in another community or country, could the family go to live with them? Would it be advisable.
   c. What plan do the relatives advise? What help can they give in carrying it out?
2. The Church and other Social Agencies—
   a. What does the pastor have to say about the family? Can the church give supervision or material help?
   b. Are there any charities or other agencies interested? What has been their experience with the family? What plan do they advise?
3. Trade Unions, Employers, Friends—
   What information and suggestions have they given? What help can they give?

C. Background and Married Life:

1. What were the man's antecedents? Early life and education? First employment, etc.?
2. The woman's antecedents? Early life and education? Employment before marriage?
3. Married life—
   a. Had man and woman known each long?
   b. What were the financial conditions under which they began their married life? What was the man's usual wage? Did he give regular amount to his wife.?
   c. Was the married life a happy one? What was the man's influence on the children?
   d. Was the man lazy? Intemperate? Did he ever desert?
   e. Did the family ever have relief or institutional care before the man's last illness (or mental breakdown)? When? How? From whom?

D. The Family Group:

1. Mother's character and ability—
   a. Is the mother moral? Temperate? Resourceful?
   b. Is she thrifty? Does she buy nourishing food and cook it well?
   c. In what condition is the house? The children's clothing?
   d. Does she give the children any religious training?

2. The children—their characteristics and ambitions—
   a. Are the children obedient and helpful? Is the mother able to control them, especially the boys?
   b. Have any of the children ever been arrested? For what and with what result?
   c. Have any of the children special talents or ambitions?
   d. What are the mother's plans for their future?
3. Other members of the household—the effect of their presence on the home life?

E. Present Enviorment:
1. What is the character of the neighborhood? Where do the children play?
2. Is house in good condition as to plumbing? Drainage? Roofs? Location of water? Toilet? What are the bathing facilities? Any unsanitary conditions? Are the rooms light? Airy?
3. Are there separate sleeping rooms for adolescent boys and girls? Number of beds? Is bedding clean and sufficient.
   Is toilet kept clean?
4. How does the standard of living compare with that when the man was alive?

F. Heredity and Health:
1. Heredity—
   a. In the man's family was there anything to be noted in regard to alcholism? Mental trouble? Feeble-mindedness? Epilepsy? Syphilis? Tuberculosis? Any physical defects?
   b. In the woman's family?
   c. Did the children seem normal at birth?
2. Health Problems—
   a. What is the mother's condition? Make special inquiry as to decayed teeth, headaches or eye trouble, bachache, uterine troubles, varicose veins, tendency to cough. Has she any physical handicaps or defects? Any mental disability?
   b. What is the physical and mental condition of each child? Make special inquiry as to obstructed breathing (ask mother if child sleeps with mouth open), tendency to colds and coughs, deafness or discharging ears, headache or eye trouble, decayed teeth, skin eruptions. General nutrition is of the utmost importance and if much below par it is obvious to anyone.

c. What is the family allowance of milk per day? Which children drink it and how much? (Important)

d. What has the family physician to say about the family? If any member of the family needs medical care, what is the exact diagnosis of the doctor and what treatment was recommended?

e. If the man had tuberculosis or syphilis, has every member of the family been examined for the disease?

f. If any member of the family needs institutional care, what steps have been taken to secure it?

G. School Records:

1. What are the teachers' reports as to regularity? Punctuality? General Conduct?
2. What is the record of each child for scholarship? Is he up to normal grade? If any of the children are retarded, was this caused by illness or irregular attendance?
3. Are any of the children especially bright? Have they particular educational ambition?
4. In what condition are the children sent to school?

H. Church and Social Life:

1. Do the children attend Sunday-School? Church? Does the mother attend? Does the church seem to exert a real influence on their living?
2. Do any of the family go to clubs or classes or belong to organizations such as the Y. M. C. A., the Scouts, etc. Which members?
3. Do any members of the family use the public or school library?

I. Work Problems:

1. If the mother is not working, how does she spend her time? How much and what kind of work could she reasonably be expected to do?
2. If the mother is working, at what kind of work? Exact hours per day and per week? The conditions—normal and physical—under which she works?

J. The Family Budget: (See planning and Supervision p. 39)

V. PLANNING AND SUPERVISION.

After investigation, the next step is the working out of a suitable plan for the family. Planning and supervision are not synonomous but are so closely related that it seems best to discuss them together.

The plan should be worked out with the family. The mother's wishes and those of older children and relatives should first be studied and accepted in so far as they seem practical. A plan evolved in this way may be modified or added to by suggestion without offense to the family and it will be far more likely of fulfillment than one determined by the Board before consultation of the chief parties concerned.

Any plan should take into consideration such points as:

A. The Family Environment; housing and neighborhood conditions.
B. The Health Needs of Family.
C. The Children's Education.
D. Recreation and Higher Life.
E. Church Connections.
F. The Relatives; their interest and ability to help.
G. Work, of the mother, of the children.
H. The Grant Needed to Insure Normal Living.

A. The Family Environment.

The home should be sanitary, light, well ventilated. The toilet should be clean, in repair, private. There should be separate sleeping rooms for adolescent boys and girls. The neighborhood should be desirable both from a moral and a sanitary standpoint. If these minimum requirements cannot otherwise be met, the initial plan should include a move to better quarters and the mother should be assisted to find a suitable dwelling.

Assuming the family to be established in a sanitary and sufficiently roomy home, they should be supplied with the essentials of decent living. The standards of the family cannot always be gauged by the "front room". It may contain a victrola, stuffed furniture and a brussels rug. But go beyond and you may find no tables and but one or two chairs, few beds and no bureaus and a dearth of kitchen utensils. A patient from a poverty stricken home once wrote to a hospital social worker, "You cannot imagine the misery that can be caused by the mere absence of things." How can a family be expected to cook cereal if the only vessel is a frying pan? Or to bake in a stove that refuses to draw? If there is no coal bin, there will be further waste in buying by the bucket. Lack of proper storage space for food means practically buying on a meal basis and with no ice box there will be loss and deterioration. The windows and doors must also be well screened or flies will contaminate the food and swarm on the baby. Even personal cleanliness has its price and involves a tub or at least a basin, towels, cloths, soap and a warm private room and clothes cannot be washed without appliances.

Old ragged carpets or unpainted splintered floors make a clean house difficult.

Special attention should be given the question of sleeping accommodations. We cannot consistently preach cleanliness if the supply of linen consists of one torn sheet and no pillow cases; or fresh air if there is not sufficient warm bedding. There should also be a double bed for at least every two persons and the mattresses should be clean.

The outside of the premises should also receive attention. If there is an outside toilet, it should be cleaned periodically. The use of a disinfectant should be insisted upon. If there are heaps of garbage and unsightly litter in the yard, they should be cleaned up, the older children being enlisted for the purpose when practical.

The standards of living indicated may in some instances be higher than those attained by the family while the father was living but they are minimum standards for well being. Not only are they essential to health but their attainment should be regarded as an important part of the education of the children for citizenship.

B. The Health Needs of Family.

A healthy well-nourished body is the bed-rock in the normal development of a child. In modern health work the keynote is Prevention. The defect or disease must be discovered and cured before it makes ravages. Too much stress cannot be laid on the raising of our standards of health for children and mothers alike. A weak or sick mother is an inefficient mother.

In every case where there is a question of possible syphilis or tuberculosis (as when the father was infected) or evidence of other serious condition, an examination should precede the giving of a grant. In all cases a plan should be made to learn the physical condition of each member of the family as soon as possible through an examination by a competent physician.* This is especially important for the mothers and the children of pre-school age who do not have the benefits of school examinations. Wherever the Health Centers and Well Baby Clinics are available the mothers should be encouraged to use them periodically. A thorough follow up of the school examination should also be made as soon as possible after the mothers receive the medical report and necessary medical care provided.

For treatment the free facilities of Health Clinics and Hospitals should be used so far as possible; all Hospitals receiving a State

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*The Board of Child Welfare of New York City requires that every family, including mother and child, receive a thorough physical examination before a grant is made and at least three County Boards in Pennsylvania have adopted this policy.

Routine examinations at regular intervals and occasional "health surveys" provide a further check on the effectiveness of our day to day health work.

appropriation are expected to provide free care within their special field for mothers and children under our supervision. Free operations can generally be obtained without difficulty. Dental work and glasses must generally be paid for by the family but reductions can often be secured.

When the mother is ignorant there must be oversight as to household and personal hygiene; suggestions may be necessary on the subject of fresh air, sleep, bathing, diet, throat, dental and skin conditions. The question of suitable food for young children and its proper preparation is one of which many mothers are ignorant. The diet lists for children of various ages issued by the Federal Children's Bureau, The Home Economics Extension Department of State College, The Division of Child Health, Department of Health, Harrisburg, and the material published by them and by the Child Health Organization, 156 Fifth Ave., New York City, will be found useful for distribution to mothers. The Nutrition Clinics in the hospitals and schools can be of invaluable service in giving to both mothers and children of school age an understanding of suitable dietaries.

Sufficient emphasis cannot be placed upon the importance of milk for growing children. It is cheaper than other foods in proportion to its building properties necessary to growth. The Division of Child Hygiene of the Federal Children's Bureau advises that every child from eighteen months to twelve years of age should have one and one-half pints of milk in its daily diet. For children up to eighteen months milk should of course be the chief article of diet. *Children must have fresh milk no matter what it costs and economies made at other points.*

C. Education.

The education of the children in the widest sense should be the core of any plan for a family. Regular attendance at a good school is so important that if the school is very poor or remote this factor should count heavily in deciding a possible move. Children attending a Parochial School should not be required to pay tuition or buy books.

The importance of children entering school promptly at the age of six should be realized as it does much to prevent retardation and consequent loss of interest later. At least a grammer school education should be the goal for every normal child and no child who would profit by a high school education should be deprived of it. (It is of course true that we shall not realize this goal until our appropriation permits us to care for approximately all eligible families). Especially bright children should be kept in school at any cost. Ambitious children, who have been forced to go to work early, should when possible be allowed to return to school. Plans to enable children living in the country to attend high school should be worked out.

It is sometimes possible for them to earn their board in a properly supervised home in a neighboring town, or live with some relative. Older children who wish to work their way through college or technical school should not be expected to relinquish such plans to aid in the support of the family.

Before a child commits himself to any special course, it is well to talk with him, his mother and his teachers and try to learn whether his reason for the choice is a real inclination or merely a desire to please or to imitate some one.

Attention to the school progress of the children should be unremitting. There should be frequent interviews with the teachers in regard to scholarship, attendance and conduct. The school reports should be carefully examined and, if there is anything unusual, discusssed with the mother and child. In case of failure every effort should be made to learn the cause and to remove it. If failure is due to ill health the condition should be treated. If there has been irregular attendance, what is back of it?

In case of serious retardation there should, if possible, be an examination by a psychologist or by some one qualified to give a mental test. Retardation is by no means proof that a child is subnormal or even dull. He may be over-sensitive, repressed and misunderstood by the teacher and mother. There may be some sexual difficulty. Such children may have unusual ability if their energy can be released and diverted outward.

There is also the "hand minded" child who is a misfit in our lower grades because his brain cannot function without the aid of manual expression. As our vocational schools increase the needs of this type of child will be met more fully.

For the child who presents behavior problems perhaps no wiser words have been spoken than by Dr. Jessie Taft in her paper "Individualizing the Child in the School"*. "And what will the case worker learn as she goes on working to bring about changes in the behavior of difficult or apparently difficult children in the home and in the school? She will learn inevitably in the course of time that there are only two sources of salvation for her children, a freeing of energy and a going over into action of that energy in two directions: human relationships and work which is play. Energy which is tied up in subjective states of fear, hatred, anxiety, which is blocked in its natural course toward other people, and has no hold on an objective world, is back of all our behavior problems. The case worker's job is really the releasing and objectifying of such energy. One of the ways in which this is done is through giving

*An address before the National Conference of Visiting Teachers at the National Conference of Social Work June 17, 1921, reprinted in "The Family" January 1922.

the child a technique, a skill, a real power to do, for every interest he displays."

Adolescence is a transition period of great mental stress and strain, during which the individual makes a new and tremendous adjustment of his whole being. In a paper on "Mental Hygiene Problems of Normal Adolescence"* Dr. Taft restates what she says above in terms of the needs of adolescents. These needs are indeed fundamental to all alike, children, adolescents and adults, and if they do not meet with some degree of satisfaction dangerous results are likely to follow. To quote Dr. Taft again: "The ideal or adjustment that mental hygiene holds before us might be stated in this way: The organism is able so to coordinate its own cravings that they can be expressed satisfactorily and objectively in socially approved ways." In order that this may take place successfully Dr. Taft shows that two factors are necessary,—the same two that are necessary in the case of the child presenting behavior problems.

First the individual must have a plentiful supply of interests and be able to express these interests in definite and concrete ways; secondly, there must take place a development of social relationships which broaden progressively and take on a more and more objective character so that the adolescent may face adult social responsibility with courage and positive striving.

D. Recreation and the Higher Life.

In planning for the family the question of play space and good companionship for the younger children and of wholesome recreation and stimulating social contacts for the older members of the family should receive serious consideration. The neighborhood and com munity should be canvassed for resources to meet the needs of the various children. The church, settlements, playgrounds, clubs, classes and libraries should be brought to the attention of the family in a definite and personal way after study of the tastes and needs of the different members. The artistic child, the musical child, the book lover, should be given an opportunity for self expresion and the natural cravings of all, for pleasure, including the mother, should find innocent outlets. Magazines and books may be loaned to develop the tast for good reading, and something may also be done to raise standards by suggesting a really good entertainment in place of the cheap movie, by planting an occasional idea in regard to tastful dress, by showing the mother or older girl how to produce an artistic effect in the home, or rousing the boy to a sense of pride in a neat exterior.

*Proceedings of the National Conference of Social Work 1921, p 355.

In the country, where facilities are few and life is lonely, books, pictures and suggestions for home hand-craft are especially welcome. Advantage should be taken of the State Traveling Libraries in every rural County.* The enrichment of home life along lines of culture might well be emphasized as a feature of Christmas giving.

E. Church Connections.

In the country especially the church may be the source of much wholesome social life as well as a moral influence. Existing church affiliations should always be encouraged and strengthened, and where none exist every effort should be made to interest the family in some convenient church. One important feature in this is the rousing of interest in the family on the part of the pastor and the members of the church. Regular attendance at church and Sunday School is a strong factor in a normal family and social life.

F. The Relatives.

In making the plan for a family the relatives should be consulted and their aid, both financial and moral, enlisted. Family solidarity should be emphasized and strengthened to the fullest extent. A tactful outsider may often do much to rouse interest and a sense of responsibility in otherwise indifferent grandparents, uncles or aunts, and to assure an oversensitive mother of their affection and desire to help. A special effort should be made to keep the mother's relations with her husband's family cordial, as this may mean much to the children later and will inevitably sweeten the present.

As children grow older a Trustee or worker may often appeal to a relative who is in a position to do so to aid in their education as she can appear disinterested in making such a favor where the mother could not. Relatives may also be of assistance in advising and assisting older children in the choice of employment.

Whenever it is necessary to get in touch through a personal visit with relatives or friends of our families living outside the County the Board should make the request to the worker or a Trustee in the County where the visit is to be made. Wherever the Mother's Assistance Fund is organized our Boards will gladly render such mutual service to each other.

G. Work.

The question of the mother's work is intimately bound up with the amount of the grant. It goes without saying that, in most cases, the

*For further details apply to the Library Extension Division of the State Library at Harrisburg.

mother should care for her children herself and work that interferes with the proper performance of this duty should be dropped. She should also be safeguarded from over-fatigue, as this will lead to more serious ills and a tired mother is seldom cheerful or a good disciplinarian. The conditions under which she works should be carefully looked into, as she is often young and is peculiarly subject to attack from adverse influences on account of her helpless and unprotected position and the urgency of earning money. If her hours are such that she cannot look after the home and children, the person left in charge, be she grandmother or older sister, should be capable and reliable.

If the mother carries on work in the home she should have labor saving devices. A laundress can soon pay for a mechanical washer through her increased earnings and save time, fatigue and disorder.

The visitor's relation with mother and children should be so close that the important decision of allowing a child to leave school and go to work shall not be made without consulting her. A child's first work should be chosen with forethought and the child impressed with the idea that he must stick. The habit of drifting is usually established early and precludes all hope of skill and advancement. A kind and interested employer and a job with a future in it are of more consequence at first than wages. This both mother and child must be made to realize.

When there are working children living at home it will generally be found that the family have solved the problem of the amount of their contribution to the general budget in a manner satisfactory to themselves and to the Board. Among many racial groups it is a tradition for the child under 18 to turn over his pay envelope to his mother who uses the contents for the family as she sees fit, buying the child's clothing and making him a small allowance for spending money. If the practice of the family is at all satisfactory it should not be interfered with for tradition and custom are the strongest of bonds. Where the children do not contribute sufficiently an adequate board should be required determined partly by their earnings and partly by normal rates of board prevailing in the neighborhood. It is well to remember that while many working children will always be impelled by family responsibility to turn over the larger portion of their earnings for the support of younger brothers and sisters their moral responsibility cannot be assumed to be as great as in the case of the father of the family, and it would not be a wise social policy that would require it. We should not expect older children to give up plans for an education or for business or professional training, or to refrain from the purchase of household furnishings or musical instruments which after all enrich the whole family life, or from laying aside savings for the establishment of their own homes.

H. The Amount of the Grant.

The physical basis of life must be the foundation for all high qualities of the spirit; the grant, therefore, must be such that the mother can give to her children a minimum of adequate nurture whether this means full or partial support.

1. Arguments Against the Policy of Giving Inadequate Grants:

a. It Defeats the Purpose of the Law.

The purpose of the law is utterly defeated if so small a grant is made that the mother still overworks, the children continue to be undernourished and uncared for, and assistance on the almsgiving plan is still received from other sources.

b. It Offers no Protection Against Disease.

There are more ways of breaking up a family than by starvation or by placing the children in an institution. With inadequate grants we are likely to pay a heavy price in tuberculosis, anemia, and cardiac exhaustion. These cumulative effects of poverty are just as sure and deadly as the more immediate ones.

c. It Demoralizes the Family.

If help is received from several sources, the feeling of responsibility for making returns for it is slight on the part of the recipient. Certainly, the mothers would get no vision of their responsibility to the State for the training of future citizens. We would face the danger of thus rearing a "pauper class" as England did under her Poor Law system.

d. Constructive Work is Impossible.

Constructive work by the Trustees under a system of inadequate grants is impossible. It is cruel and futile to attempt to better health and living conditions if the essentials for a normal life-food, clothing, and shelter are inadequate.

e. It Fails to Raise Local Standards of Relief.

Poor Relief is older than the colonial settlement of America. It was an institution transplanted from the mother country. It registers the conviction on the part of civilized man that no human being can be allowed to starve. But with very rare exceptions Poor Relief has not served a constructive purpose in our social life because Poor Law officials have not used progressive methods in the handling of relief, and because the psychology underlying it has been that of the immediate alleviation of distress only, not of building an able citizenry for the future. Its foremost characteristics have been inade-

quate aid and a lack of personal service to its beneficiaries. That we could fall into this same pitful of inadequate aid is shown by one comment in an English report on Mothers' Pensions in America* to the effect that "Ten shillings is not transmuted into fifteen by calling it a pension."

If the State sets a low standard of assistance for its families, it is hardly to be expected that local organizations will raise their standards and improve their methods. The local communities often receive their first lesson in organized social service from the Mothers' Assistance Fund; the administration of this great public trust must color subsequent social endeavor, particularly in the rural Counties. Our Boards of Trustees should be torch bearers on all subjects touching child welfare.

f. A "Little to Many" is Based on a Half Truth.

The claim that all widows have a right to a share of money is a half truth. Selection is practiced in all social agencies and institutions. Mothers' Assistance is less than ten years old. Experiment and demonstration have to precede the application of a principle on a large scale. If demonstration among a small group proves the value of Mothers' Assistance then we are in a better position to demand appropriations sufficient to provide for all mothers eligible under the Law.

The grant is "adequate" when it makes up the deficit in the family budget so as to insure wholesome living on a minimum basis. While allowances ought to be made for differences in neighborhood prices, the health of the family, family resources, such as vegetable gardens, etc., and the leisure time and ability of the mother, there is a minimum normal standard of living below which physical and mental health and efficiency cannot be maintained, and which should be insured to every family regardless of its former standard of life.

I. The Family Budget.

(The details regarding the family budget should be secured during investigation. For convenience this section is placed here).

In order to ascertain what amount per month will be required to meet the minimum normal standard of living for an individual family it is necessary to make a tentative family budget and to base the grant upon the need as shown by the budget, first subtracting the regular income from children, the mother (if the plan involves her continuing to work for wages) and other sources.

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*Report of the Local Government Board of Great Britain See "The Survey", February 1918.

1. Income.

   a. Wages—If children turn over full wages they should be counted in full—if board is paid the board only should be counted.
   b. Boarders or lodgers
   c. Profit from business—applies to small store or other business. Not sales but profits should be counted. These are difficult to ascertain unless books are kept, which should be required.
   d. Income from sales—applies to farm produce, eggs, etc., should be averaged.
   e. Regular contributions from relatives.
   f. Other sources.

2. Estimate of Need.

   a-1. Rent—If family rents and home conforms to proper standards, allow for amount of rent paid. If quarters are unsatisfactory, estimate a rent that will cover suitable housing.

   a-2. Interest, Taxes and Repairs.—If house is owned, ascertain taxes, interest and other payments. Make a monthly average of the expense and add to it an estimate—usually $2 to $5 a month for upkeep. The total should not exceed a reasonable rent.

   b. Insurance—Ascertain amount actually paid, but family should as a rule be required to reduce insurance payments to an amount sufficient for burial expenses.

   c. Fuel and Light—Ascertain as nearly as possible the amount actually spent during the past year and make monthly average. If reasonable comfort has not been secured, allow for more. Fuel should be allowed for both kitchen and living room. The gathering of fuel from railroad tracks should be discouraged as in the case of children it is often the beginning of delinquency. Prices of fuel vary so much according to locality, that each Board must make its own estimate of the amount needed. This will depend also on the construction of the house, the kind of stove and the weather.

   d. Food—The cost of food for the family should be computed with the mother's help and her estimate compared with a standard schedule.* It is quite possible that the

*Miss Emma Winslow's standard schedule for food and clothing is issued at intervals from the State office. See also Chicago Standard Budget for Dependent Families by Miss Florence Nesbitt issued by the Chicago Council of Social Agencies, 1726 Stevens Bldg., 17 N. State St., Chicago, sent to the Boards by the State Supervisor September 1919.

mother's estimate may be inadequate because of insufficient income in the past; in this case a larger allowance should be made and the mother advised as to the best way of using it. In some cases the mother may be so resourceful, or such other conditions may be present as to make it possible to deviate from the schedule which is not intended for arbitrary use but as a guide only. Some allowance should of course be made where there is a garden, chickens, a cow, etc., but in making deductions it is necessary to remember that such resources do not represent clear gain—seeds, fertilizer and feed must all be reckoned with.

In cases of undernourishment and other conditions requiring special diet, use special allowance or add as nearly as possible the cost of the extra diet, i. e., the cost of so many quarts of milk, so many eggs or an amount that will buy the definite quantity desired.

e. Clothing and Toilet Articles—Make estimate of actual needs of family using a standard schedule as a guide in same manner as for food. Some allowance may be made for gifts and for the handing down of clothing from adults or older children to the younger ones.

f. Household Furnishings and Supplies—Use a standard guide (Chicago Standard Budget offers excellent suggestions.) Special allowance should be made in cases where there is great scarcity of furniture and other necessities until the needs are supplied.

g. Incidentals, Carfare and Lunches—Estimate according to family needs and practices. Should cover church contributions, recreation, newspapers, magazines, postage, etc.

h. Health—"In families which use County physicians and public medical and dental dispensaries, visiting nurses and other public health agencies, the expenditures necessary for care of health will include medicines, material for dental work, carfare to dispensaries and a private physician for emergencies."....Where public physicians and nurses are used, 25¢ a month and up for each person."*

i. Farm and Garden Expenses—Under this head put garden seed, cost of feed when animals are kept, farm implements, labor, etc. Mother can usually estimate these costs roughly for past year, and after receiving grant

*Florence Nesbitt—"The Chicago Standard Budget for Dependent Families,"

she should report such expenses on household account summary. In the case of a store or any business other than farm, it is better instead of allowing for expenses to insist that books be kept and the profit entered under income.

3. The Household Account Summary.

The "Estimate of Need" as to the various items entering into the budget is at best a mere estimate to be modified and refined constantly as fuller information is obtained. In order to be intelligent in our treatment of and suggestions to the families under our care we need detailed and accurate knowledge as to their actual living expenses. Just here lies the value of the household account summary. Miss Nesbitt in "Household Management" says, "It is they alone (household accounts) which give uncolored facts as to how the money has gone and what has been secured with it.....They bring to light not only ways in which the money can be laid out to better advantage, but the pitiful makeshifts by which the family is making an adequate income do."

In asking our mothers to fill out the Household Account Summary (furnished by the State) we should always keep in mind that our object is not to destroy individual tastes but to ensure on as economical a basis as possible the fundamentals of physical and mental health upon which may be reared the manifold variations of personal and family differences. It is important to allow for the expression of individual preferences and to encourage some money being spent for recreation, household furnishings, and especially on the part of working children for the "higher life." Our success depends too upon refraining from interference over nonessentials. Changes in a family's routine should be insisted upon only when really necessary and then by persuasion rather than by coercion.

The State Supervisor recommends that each Board ask the mothers under their care to fill out the Household Account Summary periodically, that is to say for at least two or three months during each year; each new mother should fill the blank out shortly after the receipt of her first grant. Some Boards are so convinced of the usefulness of this Account Summary that they are requiring it of all or nearly all of the mothers every month. After it has been turned in it should be checked by the Board or worker in two ways; first, by the standard budget and, second by the nutrition and general health of the family. It must not be expected that the expenditures of any one family will exactly tally with the budget plan. The aim of the expense account is constructive and educational, not restrictive, and a true one varies within limits. However if the plan for the family has been well made and well carried out, the average of

the expenditures should approximate the budget estimate. If the amount spent for food falls much below the minimum standard, it is fairly certain that either the nutrition of the family is suffering or food not accounted for on the expense sheet is being obtained. It is not advisable to make the keeping of an expense account a requirement from a mother to whom it will be an almost intolerable burden. It is not of so much importance that a large number of blanks be filled out perfunctorily as that we study carefully those which are made to discover ways of benefiting the families.

J. Visitation.

At least one monthly visit is necessary and really constructive work may often require a number of visits during the month. The first essential to effective supervision is real knowledge of the family; there is a great difference between familiarity and knowledge, and the latter does not come without effort and frequent visiting by the same person. We cannot acquire friendship and intimacy as we put on a new garment; it is a matter of time and the responsiveness of the human spirit. If the condition of the roads in the winter months precludes monthly visiting a regular correspondence should be undertaken with some member of the family, both the worker and the family sharing experiences.

K. Conclusion.

Every County has certain families in which habit is so strong and intelligence so low that even when it is possible to give an adequate grant, the results are disappointing. Theoretically there should be no gap between the family that can reach a reasonable standard under supervision and the one where conditions are sufficiently hopeless for the courts to step in and remove the children. Actually this gap is bound to remain wide until no girl becomes a mother without having learned the fundamentals of home making and child care. In the meantime what are we to do with the mother that continues slovenly, neglectful of her home and indifferent to rules of health, educational opportunities and the good behavior of her children? This question is more easily answered if we keep steadily before us the purpose of Mothers' Assistance and ask ourselves only, "What is best for the children?" Our actual practice has to be influenced by the fact that conditions must be very bad indeed before most judges will part a mother and her children, that institutional care is impersonal, repressive of individuality, and that foster home care without expert selection and the closest supervision may be a failure.

These considerations should stimulate us to our best efforts to win and re-educate each mother and each individual child in families falling below a normal standard. It is true that with an ignorant

and unreceptive family something may at times be accomplished by threats and the fear of being dropped, but in the long run our dependence must be upon sympathy, tact, the power of indirect suggestion and the gradual processes of education.

Many families under the Mothers' Assistance Fund need only the opportunity afforded by an adequate income to rise easily to a normal standard of living. Other mothers, while ignorant, are eager to learn and grateful for a chance such as has perhaps never come to them before to improve conditions. The mere lack of an education does not imply immaturity or stupidity. This is especially true of the foreign mother who may have a fair education in her language and be rich in the wisdom of experience, yet appears helpless and inferior. Her good sense needs only to be recognized to assert itself.

If we are to be wise counselors to these mothers who were born in other lands it is necessary that we interest ourselves in their historic and racial backgrounds, traditions and beliefs, their achievements as a race, their ideals, their artistic and emotional gifts of expression.* By so doing we cannot but appreciate how much the immigrant has to give America as well as to receive, and we shall be far better able to mediate wisely on behalf of both mothers and children as the latter grow up and tend to drift away from the maternal influence.

As a part of our civic and educational work we might well encourage mothers of foreign birth to become citizens and to attend classes in the English language and Elementary Civics wherever it is feasible to do so.

It is important to remember that our Law applies as completely in every particular to the mother of foreign birth who possesses the necessary qualifications as to the mother of American birth. The Law is more truly a Children's Assistance than a Mothers' Assistance Law in that it is primarily designed for the benefit of children. The nativity of the mother is of no significance in the eyes of the Law; the important and vital concern of which the Law takes cognizance is the proper rearing of the future citizens of the Commonwealth.

APPENDIX

I. Abstract of Social Laws Effecting Women and Children.

A. Education and Child Labor Laws.

Under 14. All children between 8 and 14 years of age shall be regularly in school unless prevented by physical or mental disability which inability shall be certified to by a physician.

*See Edward Steiner, "The Immigrant Tide—Its Ebb and Flow" and "On the Trail of the Immigrant", F. H. Revell Company, New York City.

According to the Pennsylvania Law no child under 14 years of age may engage in any gainful occupation, with the exception of boys (not girls) between 12 and 14, who may sell or distribute papers, but not before 6 A. M. or after 8 P. M. (The Act does not, however, apply to children employed on the farm or in domestic service in private homes.)

Between 14 & 16. All children between 14 and 16 must be regularly in school unless they are legally employed.

Conditions of Legal Employment.

The conditions of legal employment for children between 14 and 16 years of age require that they shall have completed the equivalent of six years of Public School work and shall hold an employment certificate. This certificate is issued by the District Superintendent or Supervising Principal or, in districts having no such officer, by the Secretary of the Board of School Directors.

Requirements for Certificate.

In order to obtain this working certificate the following papers must be filed:—

1. A signed statement from the prospective employer promising employment.
2. Proof that the child is over 14.
3. A certificate of physical fitness.
4. A school record showing that the child has passed the required grade.

Return to School. If the child loses his or her position, the employer is required to return the employment certificate to the official who issued it; if the child fails to return for a new certificate, the school is required to enforce his return to school.

Continuation School. Children between 14 and 16 years of age who are employed are required to attend a continuation school for 8 hours a week, the hours to be counted in the hours of employment, provided such continuation school is located within reach.

Hours of Labor. The State Law requires that no child under 16 shall be permitted to work more than 51 hours in one week or more than 9 hours in any one day, or before 6 A. M. or after 8 P. M. (The School Code; Child Labor Act of 1915 P. L. 286; The Pennsylvania Child Labor Act and Continuation Schools, Bulletin 5, Department of Public Instruction.)

The Federal Child Labor Law was held invalid by the United States Supreme Court in a decision rendered May 15, 1922.

B. Employment of Women.

1. "No female shall be employed more than ten hours in any one day, nor more than fifty-four hours in any one week, nor more than six days consecutively, except as hereinafter provided."

2. "No female under twenty-one years of age may be employed in any establishment before 6:00 o'clock A. M., or after 9:00 o'clock P. M. (Except telephone operators over the age of eighteen and nurses in hospitals, except that no female under sixteen may work after 8:00 o'clock P. M.")

3. "No female over twenty-one years of age may be employed in any manufacturing establishment before 6:00 o'clock A. M. or later than 10:00 o'clock P. M., except a manager, superintendent, clerk or stenographer, but such employes may not exceed the hours set forth in Paragraph 1 of this abstract." (Woman's Labor Law Act of 1913, P. L. 1024; Act of 1915, P. L. 709; Act of 1917, P. L. 686; Rulings of the Industrial Board Pertaining to Women in Industry.)

C. Workmen's Compensation.

The 1919 Amendment to the Compensation Law provided compensation for industrial accident as follows:

Section 306. "The following schedule of compensation is hereby established for injuries resulting in total disability:"

(a) "For the first five hundred weeks after the tenth day of total disability, sixty per centum of the wages of the injured employe as defined in section three hundred and nine; but the compensation shall not be more than twelve dollars per week nor less than six dollars per week, and shall not exceed in aggregate the sum of five thousand dollars."

(e) "During the first thirty days after disability begins the employer shall furnish reasonable surgical and medical services, medicines, and supplies.....The cost of such services, medicines and supplies shall not exceed one hundred dollars.....In addition to the above services, medicines and supplies, hospital treatment, services and supplies shall be furnished by the employer for the said period of thirty days."

Section 307. "In case of death, compensation shall be computed on the following basis, and distributed to the following persons:—

(3) "To the widow or widower if there be one child fifty per centum of wages."

(4) "To the widow or widower if there be two or more children sixty per centum of wages."

(7) "The wages upon which death compensation shall be based shall not in any way be taken to exceed twenty dollars per week nor less than ten dollars per week."

"This compensation shall be paid during three hundred weeks, and, in the case of children entitled to compensation under this section, the compensation of each child shall continue after said period of three hundred weeks until such child reach the age of

sixteen, at the rate of fifteen per centum of wages, if there be but one child, with ten per centum additional for each additional child, with a maximum of fifty per centum. The board may, if the best interest of a child or children shall so require, at any time order and direct the compensation payable to a widow or widower on account of any child or children to be paid to the guardian of such child or children, or, if there be no guardian to such other person as the board as hereinafter provided may direct." (Act of 1919, P. L. 642).

The Workmen's Compensation Law applies to investigators and workers employed under the Mother's Assistance Fund Law.

D. Bureau of Rehabilitation.

The Bureau of Rehabilitation of the Department of Labor and Industry was created by the 1919 Legislature, and following the passage of Federal Act of June 2, 1920, Public No. 236, 66th Congress, providing Federal financial aid for the States in industrial rehabilitation, the Pennsylvania Acceptance Act was passed and approved March 2, 1921.

The purpose of the Bureau is to return to suitable remunerative employment physically handicapped persons of legally employable age; actual living maintenance costs during a course of training may be paid from the Bureau's funds only for such persons as are residents of Pennsylvania and have been injured in industrial accidents occurring in Pennsylvania. Such conditions also apply to the pro-

sary, may be paid in virtually all cases under the terms of the Acceptance Act of Federal funds.

If any working child or member of a family under the care of the Mother's Assistance Fund is disabled so as to impair or destroy his capacity to earn a living, communication should be made with the Bureau of Rehabilitation, Department of Labor and Industry, Harrisburg, Pa. (Act of 1919, P. L. 1045; Act of 1921, P. L. 12).

E. Support Laws—Liability of Parents and Grandparents, Children and Grandchildren.

"The father and grandfather, and the mother and grandmother, and the children and grandchildren, of every poor person not able to work, shall, at their own charge, being of sufficient ability, relieve and maintain such poor person, at such rate as the court of quarter sessions of the county where such poor person resides shall order and direct, on pain of forfeiting a sum not exceeding $20.00 for every month they shall fail therein, which shall be levied by the process of the said court, and applied to the relief and maintenance of such poor person." (Act of 1836, P. L. 539).

In all cases where grandparents are financially able to contribute to the support of dependent grandchildren whose mother has applied

for Mother's Assistance, careful inquiry should first be made as to the means of such grandparents and the extent to wich they are morally and legally liable. They should then be interviewed personally by the worker or a trustee and their free cooperation enlisted. Resort to a court order should be only a last resource. If the grandparents are not able to assume responsibility for the full support of dependent grandchildren a grant from the Mother's Assistauce Fund may supplement their contribution.

Liability of Father for the Support of Illegitimate child.

In order to secure support for an illegitimate child (unless the father makes provision for it voluntarily) the father must be convicted of "fornication and bastardy". A court order may then be placed upon him requiring him to pay the expenses of confinement and such sum for the child's maintenance as the court shall direct. (Act of 1860, P. L. 382).

Act No. 290 of 1917, Section 1, Provides that "any parent who shall wilfully neglect or refuse to contribute reasonably to the support and maintenance of a child born out of lawful wedlock shall be guilty of a misdemeanor, and on conviction thereof shall be punished by a fine not exceeding five hundred dollars ($500), or imprisonment not exceeding six months, or both, with or without hard labor, in the discretion of the court."

Section 2. "Proceedings under this act may be instituted upon complaint made, under oath or affirmation, by the parents of such child."

Section 3. "This act shall apply whether such child shall have been begotten or shall have been born within or without this Commonwealth." (Act of 1917, P. L. 773).

Act No. 139 of 1919 provides that all prosecution under No. 290 (above) "must be brought within two years of the birth of such child: Provided, however, that where the reputed father shall have voluntarily contributed to the support of the child, or shall have acknowledged in writing his paternity, then a prosecution under this act may be brought at any time within two years of such contribution or acknowledgment by the reputed father." (Act of 1919, P L. 1075)

II. Provision for Special Groups of the Mentally and Physically Handicapped.

A. The Feeble-minded.

Feeble-mindedness is an incurable, transmissible condition and especially in our rural districts whole families of these unfortunate people live in terrible poverty and vice and contribute criminals,

prostitutes and drunkards to our jails, hospitals and asylums. The only way to check feeble-mindedness is to stop the supply; that is to segregate in institutions feeble-minded women of child-bearing age who would pass on the taint to their children.

The State supports three institutions for the care of the feeble-minded:

1. The Western Pennsylvania Institution for the Feeble-Minded at Polk—Admits patients "in accordance with the laws relating to the State Hospitals for the Insane", and children upon application by the father or of the person having the custody of the child.

2. The Eastern Pennsylvania Institution for the Feeble-Minded and Epileptic at Spring City—Admits only by order of the Quarter Sessions Court which commits the patient to the institution.

3. The Pennsylvania Village for Feeble-Minded Women at Laurelton—Admits women between the ages of 16 and 45 by Court committment or by transference by the Bureau of Mental Health of the Department of Public Welfare from any other State Institution.

The Pennsylvania Training School for Idiotic and Feeble-Minded Children at Elwyn admits children upon application by the father or custodian. (Private institution receiving State aid on per capita basis.)

B. The Epileptic.

The Western Pennsylvania Institution for the Feeble-Minded at Polk and the Eastern Pennsylvania State Institution at Spring City admit epileptic patients.

The Passavant Memorial Home for the Care of Epileptics at Rochester, Beaver County, admits patients from five years of age. (Private institution receiving State aid.)

The Pennsylvania Epileptic Hospital and Colony Farm at Oakbourne, Chester County, accepts both children and adults. (Private Institution receiving State aid).

C. The Deaf and Dumb.

1. The Home for the Training in Speech of Deaf Children Before they are of School Age, 2201 Belmont Avenue, Philadelphia—Admits children between the ages of two and eight years and provides a six-year course from the time of entrance. (State Institution)

2. The Pennsylvania State Oral School for the Deaf, Scranton. (State institution).

3. The Pennsylvania Institution for the Deaf and Dumb, Mt. Airy Philadelphia—"No boy or girl leaves school without a good trade or without expert training in speech and lip reading." (Semi-State)

4. The WesternPennsylvania Institution for the Instruction of the Deaf and Dumb, Edgewood Park, Allegheny County,—No age limit, industrial training provided. (Semi-State)

D. The Blind.

1. The Pennsylvania Institution for the Instruction of the Blind, 64th and Malvern Ave, Overbrook, Philadelphia—No age limit, provides industrial training. (Semi-State).

2. The Western Pennsylvania Intsitution for the Blind, Pittsburgh—Provides industrial training. (Semi-State).

E. The Tuberculous.

The State maintains three sanatoria for the treatment of tuberculosis at Cresson, Mont Alto and Hamburg.

"Rules for listing patients for the State Sanitoria:—

Recommend for Cresson and Mont Alto only—

1. Incipient or early cases with good prognosis, those who can walk to their meals and soon profit by exercise and occupational therapy, those whose disease can be arrested.

2. Observation cases, particularly under-nourished child contacts, the type to which is applied the inept term "pretuberculous".

"Recommend for Hamburg only—

1. Early cases, but not rapidly progressive cases.

2. Moderately advanced cases not suffering with very active symptons.....

No case should be sent that needs infirmary care, or where the outlook for improvement is not good and reasonably early". (Memorandum to Dispensary Chiefs, Their Associates and Nurses from the Tuberculosis Division of the State Department of Health, April 4, 1922).

F. Crippled Children.

1 The Good Shepheard Home, 6th and St. John's Streets, Allentown, receives children from birth to ten years of age. Home cares for "crippled orphans, infant orphans, destitute children, old people and aged or disabled ministers." (Private Institution)

2 The Home of the Merciful Savior for Crippled Children, 44th and Baltimore Avenue, Philadelphia, provides "medical and surgical attention as well as a Home to crippled children." Children "received at six years of age and no definite date is set for their discharge." (Private institution.)

3. House of St. Michaels and All Angels, 613 North 43rd Street, Philadelphia,—"For the reception, care and surgical treatment of young colored cripples." "Received at two and one-half years of age and kept until able to support themselves." (Private institution.)

4. Industrial Home for Crippled Children, 1426 Denniston Avenue, Pittsburgh,—"For the care and education of crippled children. Children received from three to twelve years of age and discharged from sixteen to twenty years of age." (Private institution receiving State aid)

5. Sewickley Home for Convalescent and Crippled Children, Fair Oaks Beaver County,—"For the care of convalescent and crippled children"; Without age limit though child over twelve years seldom taken. (Private institution.)

6. The Widener Memorial Industrial Training School for Crippled Children, Broad and Olney Avenue, Philadelphia. Children received from four to ten years of age. Dischaged at about eighteen years of age. Must be mentally normal. (Private institution).

7. St. Edmond's Home for Crippled Children, 44th and *Haverford* Avenue, Philadelphia. Children admitted at four years of age. (Unable to take children outside of Philadelphia April 1922). (Private institution).

8. The D. T. Watson Home for Crippled Children, Leetsdale, Allegheny County. Admits female white children from three to sixteen years of age on the recommendation of Dr. David Silver after examination by him at the Allegheny General Hospital. (Private institution).

G. Convalescent Homes.

1. The Beulah Home, 136 Sheridan Avenue, Bellevue, Allegheny County.

2. The Farmington Cottage for Convalescents, Harmarville, Allegheny County.

3. The Lillian Rest for Convalescents, Valencia, Butler County.—For babies and small children.

4. The Richardson Home for Convalescents, Devon, Chester County.—Patients received mostly from the Presbyterian Hospital and others. Open from May 1 to October 15 of each year.

5. The Sewickley Home for Convalescent and Crippled Children, Fair Oaks, Beaver County.—Patients received from hospitals and physicians. (See also "Crippled Children" F-5 above).

6. The St. Barnabas Free Home, McKeesport, Allegheny County. —For convalescent and incurable men and boys.

7. The St. Francis County House, Darby, Delaware County.—Girls over twelve years of age received, adults and infants under one year of age with the mother.

8. The Smith, James C., Memorial Home Oakbourne, Chester County.—This is a part of the Protestant Episcopal City Mission corporation and is for the care of sick and convalescent white women of twenty-one years of age, and over.

9. The Western Temporary Home, 35 N. 40th Street, Philadelphia. (All of the above Convalescent Homes are private institutions.)

III. The Mothers' Assistance Fund Bookshelf.

The following list of books is recommended by the State supervisory to our Boards of Trustees to be purchased at their discretion and as their finances permit from the administrative funds. They have been selected to cover specific subjects relating to our work such as the technique of family case work, health, psychology of childhood, household management, and racial backgrounds of the immigrant.

Mary E. Richmond	"Social Diagnosis", Russell Sage Foundation, 130 E. 22nd St., New York City. (A textbook on family case work.)
Mary E. Richmond	"What is Social Case Work", Russell Sage Foundation. (A popular statement of the principles underlying family case work.)
	Or
Mary E. Richmond	"Friendly Visiting Among the Poor", The MacMillan Company, New York City. (An earlier analysis of the principles involved in family case work.)
Dr. Richard C. Cabot	"A Layman's Handbook of Medicine", Houghton, Mifflin Company, 4 Park Street, Boston, (A valuable aid in familiarizing the worker with certain easily detected symptoms of common and well known diseases, and with their accompanying manifestations.)
Dr. William Healy	"Mental Conflicts and Misconduct", Little, Brown and Company, Boston. (A study of the causes leading to juvenile delinquency.)

Florence Nesbitt	"Household Management", Russell Sage Foundation. (A simple and very able statement of constructive family supervision in relation to household economics.)
Ada E. Sheffield	"The Social Case History," Russell Sage Foundation. (An analysis of record writing.)
Wilfred Lay	"The Child's Unconscious Mind", Dodd, Mead & Company, New York City.
	Or
George H. Green	"Psychanalysis in the Class Room", G. P. Putman's Sons, 2 W. 45th St., New York City. (Both of the above books treat of the unconscious mental process of the child and their bearing on education.)
Edward A. Steiner	"On the Trail of the Immigrant", F. H. Revell Company, New York City.
	or
Edward A. Steiner	"The Immigrant Tide-Its Ebb and Flow", F. H. Revell Company. (An interpretation of the racial backgrounds of our immigrant families.)
Wm. Slingerland	"Child Welfare Work in Pensylvania", Russel Sage Foundation. (A study of child placing in Pennsylvania Chiefly with reference to institutional Homes.)
Edward T. Devine	"The Family and Social Case Work", Association Press, 124 E. 28th Street, New York City. (A study of the family as a social institution and an interpretation of social work as the process of redeeming the unprotected and the weak from the social wreckage which society in its present organization helps to create.)

It is also permissible and desirable that the Boards of Trustees subscribe to such magazines as are exclusively devoted to Social Work such as, "The Survey", 112 E. 19th Street, New York City, "The Family", 130 E. 22d Street, New York City, and "The Proceedings of the National Conference of Social Work" 23 E. 9th Street, Cincinnati, Ohio.

There is at the State Office a small library which is at the disposal of the Trustees and Workers of the Mothers' Assistance Fund. As there are no duplicates it is important that the books be returned within a reasonably short period. The library contains all of the books mentioned above and the following additional books:

Joanna Colcord	"Broken Homes", Russel Sage Foundation. (A study of family desertion.
Breckenridge & Abbott	"The Delinquent Child and the Home", Russell Sage Foundation.
Edith Reeves	"Care and Education of Crippled Children", Russell Sage Foundation.
Sophie Loeb	"Everyman's Child", The Century Company, New York City.
	"Debaters' Handbook Series, Mothers' Pensions", The H. W. Wilson Company, White Plains, N. Y.
	"Reports of the N. Y. State Board of Charities 1916, 1917, and 1919".
	"Reports of the Massachusetts State Board of Charities 1916 and 1919."